



Implementation of Agricultural Land Protection Policy on The Transfer of Functions And Food Security Efforts in The Special Region of Yogyakarta

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Abstract: The shrinking of agricultural land is felt in the Special Region of Yogyakarta, where agricultural land is shrinking, and causing food security in Yogyakarta to be threatened. The efforts made by the government by issuing several policies are felt to have not provided a way. This study aims to provide an overview of the implementation of ineffective regional policies, and food security efforts for Yogyakarta. The data obtained in this study came from news sources, journals, and interviews. The data obtained is classified according to the formulation of the problem, then processed with qualitative descriptive analysis, so that the results are obtained in the form of a systematic review until the final results are obtained in the form of conclusions and suggestions. The approach in this study uses a legislative approach, which is in accordance with the regulations regarding the Agricultural Land Protection Policy. Then the Conceptual approach which refers to the application of legal concepts and law enforcement principles regarding the implementation of agricultural land protection policies. The results of this study show that the implementation of the policy is still ineffective, and other efforts are needed to maintain pagan resilience in Yogyakarta.

Keywords: Agricultural Sector, Agricultural Land, Food Security

1. Introduction

The agricultural sector is an important part of achieving national development goals because the agricultural sector is a national food provider. Considering that Indonesia is an agrarian country, with an area of agricultural land reaching 36.8 million hectares (BPS 2021), and the number of Indonesia's population which is classified as dense and increasing, it will have an impact on the increasing demand for food, so efforts are needed to be able to strengthen food security in the agricultural sector to support sustainable food security (Annisa Zahra Lubis et al., 2022). One of the important elements to realize food security is the availability of adequate land (Masrukhin, 2019).

National development which is often heralded with the fulfillment of massive infrastructure has a big impact on the reduction of agricultural land, one example is the construction of NYIA Airport (New Yogyakarta International Airport) which consumes 600 hectares of agricultural land that is still productive (Wahyono Edi, 2021). With the reduction of agricultural land, it will clearly reduce agricultural production which has an impact on sustainable food security and also has an impact on reducing the absorption of labor in the agricultural sector .

Land is usually in the form of soil, and land is a part of natural wealth. Based on Article 33 paragraph (3) of the 1945 Constitution, "*the earth and water and the natural resources contained therein are controlled by the state and used for the greatest possible prosperity of the people.*" The meaning of "controlled by the state" is that the state has the authority and power to manage existing lands and all the potentials they have in the context of land in Indonesia (Harsanto, 2024). The development of increasingly diverse community needs requires special attention considering that the land used in the agricultural sector is not increasing but is even depleting. Regions have a large role in providing land that can be

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used in the agricultural sector. The handover of government authority by the central government to local governments to regulate and organize government affairs, which is often called decentralization, is the basis for local governments to have this important role (Ismaya, 2024).

The need for a harmonious government policy related to the protection of agricultural land from the central to the regional level is one thing that is felt necessary. The policy regarding changes or requests for transfer of functions needs to be tightened considering that there are many requests from the community related to the change of conversion of functions that were originally agricultural green land into yard land for building a building. The decline in agricultural land area is also experienced by the Province of the Special Region of Yogyakarta, where the decline in agricultural land in the Special Region of Yogyakarta has decreased by 150-200 hectares every year (Umah Anisatul, 2024). The results of the 2023 Agricultural Census show that agricultural businesses over the last ten years in the Special Region of Yogyakarta have decreased by 26.18% to 431,705 units, while in the 2013 Agricultural Census the number of agricultural businesses is still 584,802 units (Umah Anisatul, n.d.). The government has taken steps by issuing Regional Regulation Number 6 of 2021 concerning the Protection of Sustainable Food Agricultural Land which was later revoked and amended in the DIY Regional Regulation Number 10 of 2023 concerning the Spatial Plan of the Special Region of Yogyakarta for 2023-2043. However, it is still faced with challenges regarding the reduction of agricultural land due to land conversion. Therefore, it is necessary to investigate more deeply about the Implementation of Agricultural Land Protection Policy on the Transfer of Functions and Food Security Efforts in the Special Region of Yogyakarta.

Based on the explanation of the background of the above problems, this study formulates problems on: 1. How to Implement Agricultural Land Protection Policies for Food Security in Yogyakarta, 2. How to Achieve Sustainable Food Security in the Special Region of Yogyakarta. This research is expected to provide information that can be used as a basis for consideration, support, and become an illustration in making new policies or improving policies for agricultural land protection.

2. Materials and Methods

The type of research used is *empirical normative law*. Where the material for this research is from a literature study, using data collection techniques from the field with interviews. The approach in this study uses a legislative approach, which is in accordance with the regulations regarding the Agricultural Land Protection Policy. Then the Conceptual approach which refers to the application of legal concepts and law enforcement principles, that the Agricultural Land Protection policy is not in accordance with the General Principles of Good Governance, namely the Principle of Use. That the policy is classified as benefiting the Regional Government itself, by not looking at the impact on the community and its ecology. Regarding the implementation of agricultural land protection policies, yes, as well as interviews. This research is sourced from primary and secondary data, namely on existing regulations and interview data collection, which is then combined with qualitative descriptive analysis, with accurate data selection, data classification, and data preparation to become a complete unit. After the data is completed, it will be processed and analyzed so that the results obtained are in the form of a systematic study until the final result is in the form of conclusions and suggestions based on qualitative descriptive, where in this study will be described with claims that are easy to read and understand. Furthermore, interpretations are carried out and general conclusions are drawn based on facts relevant to the subject of discussion being studied.

3. Results and Discussion

3.1. Implementation of Agricultural Land Protection Policies for Sustainable Food Security in Special Region Of Yogyakarta

Basic human needs are clothing, food and board, these three things are priorities that must be realized. Article 28A of the 1945 Constitution states that "*everyone has the right to*

live and has the right to defend his life and livelihood." The need for food seems to be something easy to realize considering that Indonesia is an agrarian country, but it turns out that the unwittingly eroded agricultural land is also caused by the development of residential areas for people's residential needs, especially the construction of residential areas is carried out on green land or rice fields, or land that has been designated as Sustainable Food Agricultural Land (LP2B)(Oktiana et al., 2020). The development of residential areas is basically needed because of the population growth which has increased from year to year so that land expansion has resulted in the conversion of agricultural land to non-agricultural land (Hotris Parlinggoman Sitanggang & Mella Ismelina F. Rahayu, 2022).

Land conversion is a problem for the government of the Special Region of Yogyakarta, land conversion is the act of changing the function of part or all of the land area from its purpose to another purpose that can have a bad impact on the environment and can damage the potential of existing land. The increasing population, infrastructure and control policies in spatial management are the causes of the change of functions in the Special Region of Yogyakarta.

Table 1. Data on the Decline in Rice Harvest Area in Yogyakarta

Regency/City	Harvest Area		Growth Development	
	Jan-Apr	Jan-Apr	Absolute	
	2023	2024	Relative	
Kulon Progo	8.236	5.805	-2.431	-29,51
Bantul	10.663	8.168	-2.495	-23.40
Gunung Kidul	29.005	27.526	-1.479	-5,10
Sleman	9.371	6.975	-2.397	-,25,57
Yogyakarta	4	4	0	0
D.I. Yogyakarta	57.279	48.477	-8.802	-15,37

Source: BPS DIY, Data processed 2024.

The reason is that based on the data in the table above is the data on the decline in rice harvest area in Yogyakarta, that the reduction of agricultural land results in a decrease in the rice harvest area. The function of agricultural land as a place to grow crops and then produce food products can help maintain the food security system. The decline of agricultural land due to conversion of functions, poses a threat to food security and food sovereignty, this is evidenced by the decline in the production of agricultural or food products, and the decline in welfare for farmers (Gultom & Harianto, 2022). The most significant reason for the decline or narrowing of the area of agricultural land is the function of the function, that this condition is contrary to the fact that the people of Indonesia, especially the Special Region of Yogyakarta, make a living as farmers, and rely on agricultural land for their living needs. Not only does it have an impact on the welfare of farmers, due to the reduction of agricultural land, Indonesia's food supply is also reduced. This also makes Indonesia have to import food to meet the basic food needs of the community. So in this case, Indonesia's food economy will also have problems due to imported staple foods from foreign countries. With a large country, Indonesia should be able to reduce the rate of food imports, and make more use of domestic production (Suratha, 2019).

With the condition of agricultural land that is getting thinner due to the change of function, there is a need for a policy regarding the protection of agricultural land. LSD or Protected Rice Fields is a new policy in 2021. Before the LSD policy, there was LBS or Raw Rice Field, the main difference between LBS and LSD was in the function and management policy. In LSB, rice fields are specifically used as rice farming activities. In the LSB management system, rice fields can change their function into non-agricultural

land, if there are certain policies or interests, even though it requires certain permits and procedures. Meanwhile, in LSD, rice fields are determined by the government to be protected from the conversion of agricultural land to non-agricultural land. In LSD management, special protection is obtained from the government to ensure that rice fields are used as their function. Broadly speaking, LBS can still change the function of agricultural land to non-agricultural as a result of government policies, while LSD has a special status that aims to protect and ensure the availability of Sustainable Food Agricultural Land (LP2B).

The government in this case does not stay silent, on the phenomenon that is happening. The Yogyakarta Government issued Yogyakarta Regional Regulation Number 6 of 2021 concerning the Protection of Sustainable Food Agricultural Land, as an effort to protect agricultural land due to the change of function. However, the regulation was revoked and the protection of agricultural land is now contained in the Yogyakarta Regional Regulation Number 10 of 2023 concerning the Spatial Plan of the Special Region of Yogyakarta for 2023-2043. In Yogyakarta Regional Regulation Number 10 of 2023, the purpose of the DIY Regional Spatial Plan (RTRW) is to create a prosperous, prosperous, and just society, by making DIY a central city of culture, education, and tourist destinations with international standards, by prioritizing the harmony of land, sea, and air space, the special values of Yogyakarta, and resilience to disasters (RENCANA TATA RUANG WILAYAH DAERAH ISTIMEWA YOGYAKARTA TAHUN 2023 – 2043, n.d.). In the RTRW contained in Regional Regulation Number 10 of 2023, to protect agricultural land in Yogyakarta, a sustainable food agricultural area with an area of 74,052 ha is determined, which is located in the areas of Bantul Regency, Kulon Progo Regency, Gunungkidul Regency, and Sleman Regency (RENCANA TATA RUANG WILAYAH DAERAH ISTIMEWA YOGYAKARTA TAHUN 2023 – 2043, n.d.).

In the policy update in Regional Regulation Number 10 of 2023, Agricultural Land used as a place for food production will be designated specifically as agricultural areas. However, in this policy there are indicators of what activities are allowed, conditionally allowed, and not allowed in agricultural areas. In Article 86 letter a on the indicators of activities allowed in agricultural areas, more emphasis is placed on development. The reason is that in matters that are deemed necessary or urgent, such as a sustainable food ecosystem, it is not explained in detail. Similarly, in the indicators of activities that are conditionally allowed in Article 86 letter b, the policy focuses more on development activities for tourism, settlements, and development beyond those that are beneficial to the sustainable agriculture and food sectors. In indicators that are not allowed, agricultural activities such as the development of agricultural irrigation, are not allowed (RENCANA TATA RUANG WILAYAH DAERAH ISTIMEWA YOGYAKARTA TAHUN 2023 – 2043, n.d.). So in this case, in the indicators of allowed and conditionally allowed, agricultural land that has been designated as an agricultural area can still be transferred to activities that do not support sustainable food security.

Based on the results of an interview with the Representative of the Head of Structuring and Empowerment of the Regional Office of the Yogyakarta National Land Agency, the implementation of the Sustainable Food Agricultural Land Protection policy has not been considered efficient to eradicate the conversion of agricultural land in the Special Region of Yogyakarta. Because what is a problem or contrary to the existing policy is the problem of RTRW or Regional Spatial Plan in the Special Region of Yogyakarta. Before agricultural land was designated as LSD, it had previously been determined that agricultural land was LSD. However, the RTRW map that has been determined every 5 (five) years, is often not in accordance with the determination of LSD. For example, the Bangutapan area is designated as LSD, but in the RTRW map of the Bangutapan area is not LSD, then there can be a change of function in the Bangutapan area that has been designated as LSD.

With the new policy in Regional Regulation Number 10 of 2023, LSDs that have been designated as agricultural areas can also still be repurposed. According to the results of an interview with the Representative of the Head of the Regional Office of the National

Land Agency of Yogyakarta, in practice in the field, that the change of function occurs not only in the problem of missynchronization in the RTRW, but when a person or party wants to develop on rice fields or green land, then they must actually be required to apply for a Building Permit. which will later be submitted to the DPMPSTP (One-Stop Investment and Integrated Service Office) to then approve or not the submission to be able to erect buildings on green land or rice fields. However, individuals often do not apply for the IMB, because people still think that the building that is erected is on their own land, and is only used as a place to live or live for themselves. In other field practices, if there will be development on agricultural land or rice fields for the sake of education or health, then it often receives conditional approval.

As an effort to overcome the missynchronization between spatial maps and LSD, the Ministry of ATR/BPN made efforts by issuing Ministerial Regulation of ATR Number 2 of 2024 concerning Procedures for the Implementation of Rice Field Data Verification of Land Data and Spatial Planning Data, Determination of Protected Rice Field Land Maps, and Provision of Recommendations for Land Use Changes in Protected Rice Fields. Basically, the ATR Manteri Regulation Number 2 of 2024 contains a Juknis or Technical Instructions regarding solutions to be able to remove agricultural land that has met the criteria according to the Juknis from the LSD map, in this case if there are individuals or legal entities or government agencies who want to transfer the fungus, they must submit an application in accordance with the Juknis of the ATR Manteri Regulation Number 2 of 2024. However, if observed, the issuance of Ministerial Regulation Number 2 of 2024 is still the same as other regulations, not protecting the agricultural land itself, but providing space for interested parties to be able to apply for a transfer of function.

3.2. Sustainable Food Security Efforts in Yogyakarta.

Agriculture and farmers have a significant role in the growth of a nation (Gultom & Harianto, 2022). Because in a country, farmers participate in meeting food needs for citizens or residents. Indonesia is an agrarian country, with the majority of the population making a living in the agricultural sector, so food security is highly dependent on the success of the agricultural sector in supporting food security (Nurrokhman, 2019). Another important role of the agricultural sector is to ensure that the food supply can be evenly distributed for the community. Therefore, it is necessary to pay enough attention to the agricultural sector, so that farmers in Indonesia can permanently and continuously help meet domestic food need (Ibtihal Hidayah, Yulhendri, 2022).

The contribution made by the agricultural sector in the country's economic development can be seen, that the agricultural sector as a provider of raw food for industry for the country, the agricultural sector as a source of foreign exchange which is very important for development inputs and as a source of supply from the community (Riyanti et al., 2022). As a development sector, the agricultural sector also helps the country in terms of labor absorption, by a considerable amount, then as a country ranked fourth, with the largest population in the world, the agricultural sector helps the country as a food provider for the population (Chaireni et al., 2020).

The change of function is the main cause of the depletion of agricultural land into industrial or non-agricultural land (Hidayat & Noor, 2020). Modernization is changing various aspects of human life. This modernization process is often accompanied by industrialization, urbanization, centralization, and others (Annisa Zahra Lubis et al., 2022). That way, existing traditions fade due to shifting to the value of modernization. Modernization presents solutions to the challenges that humans are facing, as well as supporting human activities (Ibtihal Hidayah, Yulhendri, 2022). The challenge is a significant increase in the population, which has led to an increase in continuous needs. The value of modernization presents solutions in the form of changes in the functional system, and management of agricultural land ownership. Therefore, agricultural land often becomes a tool of transformation of modernization values .

The special area of Yogyakarta which became an education city and a tourist city, became residential lands in the city were built, and then many residents were ruralized, and then due to the fullness of the population in the village, they had to have a place to

live, and the solution for the residents was the conversion of agricultural land to non-agriculture by building a settlement expansion. Thus, the conversion of agricultural land causes new problems, namely affecting environmental problems and giving rise to new challenges in maintaining food security (Mulyani et al., 2020) .

The reduction of agricultural land in Yogyakarta as a result of the change of function that has occurred, makes Yogyakarta threatened with a food crisis in 2019 (Mulyono & Utami, 2020). The Head of Economic Affairs of the Yogyakarta Planning and Development Agency explained that if agricultural land continues to decrease due to the effect of conversion due to residential expansion, DIY 2039 will experience a depletion of food availability. The current condition is that DIY is experiencing a significant increase in the development sector, but this is in contrast to the development of the agricultural sector which has experienced a decline in both quantity and production from year to year. The decline in rice production in January-April 2023 reached 292,980 tons, while production in January-April 2024 only reached 244,030 tons. This decreased by 48,940 tons or 16.17%. Therefore, with this, there is a need for efforts to improve sustainable food handling in the Special Region of Yogyakarta.

At this time, human resources working in the agricultural sector are also declining due to the decline of agricultural land. The latest figures in 2023 show that the workforce in the agricultural sector as free farmers has decreased from 2020-2023. The following table brings data on the labor force in the agricultural sector:

Table 2. Number of Workers in the Agricultural Sector in Yogyakarta

S	Element	Year			
		2020	2021	2022	2023
	Residents Work According to Business Practices				
	A. Agriculture, Forestry, and Fisheries	428.974	406.067	402.044	420.457
	Percentage of Population Working in the Agricultural and Non-Agricultural Sectors				
	A. Agriculture Sector	20,17	18,22	17,94	n/a
	B. Non-Agricultural Sector	79,83	81.78	82,06	n/a

With the decline of agricultural land and followed by the decline in the workforce in the agricultural sector, there needs to be an effort to restore the agricultural sector, become a superior sector for creating sustainable resilience, efforts that can be made are:

- a. Creating superior farmer human resources

The decline in the food security index in Yogyakarta is closely related to the quality of human resources in the agricultural sector. Where to develop farmers with reliable and competitive quality, there needs to be progress in the superior and competitive agricultural sector. To be able to build a superior agricultural sector, it is necessary to create a modernization system for village farmers, because there is still a lack of educated, skilled and professional farmers (Wuli, 2023). The development of agricultural human resources in the form of planning, procurement, and development of human resources is used as the first step to achieve the basis of modernization of the agricultural sector. So the first step that must be taken is the development of human resources strategically, this development is like the teaching of skills such as active learners that are carried out over a long period of time, by including learning business strategies in the profitable agricultural sector (Suroso et al., 2021). The main key to the development of this strategic human re-

source is to improve and ensure that the human resources will excel competitively. With a modernization system that prioritizes technology, human resource development must be in harmony with the state of society. If the development of the agricultural sector is in line with the current state of modernization, the development will produce the required production, have higher economic value, and can run sustainably (Michelle et al., 2023).

Another overhaul is not only the development of human resources, but because of the low employment rate in the agricultural sector, it is necessary to restructure the education system in Indonesia. The restructuring of the educator system requires assistance from the Ministry of Agriculture. This overhaul of the education system is in the form of the role of educators (Wibowo, 2020). Where in school and college programs, there needs to be development in the business and industrial world, as well as expanding and the Ministry of Agriculture can open the door wide for students or students to be able to do internship programs (Kurdi et al., 2023). Not only in educational institutions, but also for underdeveloped farmers, there needs to be training from the Ministry of Agriculture for former farmers and prospective young farmers (Ahmad Ac, Ibrahim, 2022).

A study revealed that a significant effort for farmers is to increase knowledge and hone skills. Where farmers gain an understanding of agricultural technology by applying directly or with more innovative agricultural practices (Wilson Bangun, 2012). Therefore, by placing more emphasis on education patterns and skills, it will encourage farmers to be able to face the challenges of global and local changes in the agricultural sector (Kurdi et al., 2023).

b. Creating Millennial Farmers

Agriculture is one of the important sectors for development in Indonesia, therefore it is necessary to regenerate so that the agricultural sector continues to run. The Yogyakarta Agriculture and Food Security Office can collaborate with the International Fund for Agricultural Development (IFAD) which has created various ways by producing resilient young entrepreneurs and millennials together with the Youth Entrepreneurship and Employment Support Services (YESS) Program (Suroso et al., 2021). Where this program provides opportunities for millennials without gender views, especially in rural areas to be able to develop businesses in the agricultural sector. Where later if they can create millennial farmers, then these millennial farmers can support regional and national development with the export of Indonesian agricultural products (Ahmadian et al., 2021).

The Yogyakarta Agriculture and Food Security Office can also collaborate with the Agricultural Human Resources Development (BPPSDMP) by holding several counseling or entrepreneurship training for farmers, so that young farmers are able to know the market that is currently attracting consumers. Later, young farmers will get success with export trade.

Now the most widespread is the hydroponic pattern, aquaponics, which is most often practiced by millennials (Michelle et al., 2023). The easy and efficient method can get its own attraction for millennials. With a lot of training or practice to become young farmers with modernization, the food security system in Yogyakarta is able to keep up with the increasing population and can be an effort to reduce agricultural land by becoming a modernized farmer.

4. Conclusions

Agricultural land that is declining due to increasing conversion of functions and efforts to which was carried out by the local government by issuing the Yogyakarta Regional Spatial Plan Number 10 of 2023 concerning the Spatial Plan of the Special Region of Yogyakarta for 2023-2043 and the Regulation of the Minister of ATR Number 2 of 2024 concerning Procedures for the Implementation of Verification of Rice Field Data on Land Data and Spatial Planning Data, Determination of Maps of Protected Rice Fields, and Provision of Recommendations for Changes in Land Use in Protected Rice Fields, It is still considered ineffective in combating the transfer of functions and protecting agricultural land. The reason is that in the field there are more and more transfers of func-

tions from individuals, legal entities, and even government agencies. This policy actually paves the way for agricultural land to be converted into non-agricultural land. In practice, if the land has been designated as LSD but can still be turned into non-agricultural land due to non-compliance with the DIY RTRW.

To provide a way as an effort to secure food in DIY, it can create superior farmer human resources by developing human resources strategically, this development is like teaching skills such as active learners that are carried out over a long period of time, by including learning business strategies in the profitable agricultural sector, and building millennial farmers with the Youth Entrepreneurship and Employment Support Services (YESS) Program. Where this program provides opportunities for millennials without gender views, especially in rural areas to be able to develop businesses in the agricultural sector. As well as the DIY Agriculture and Resilience Office to conduct more counseling and entrepreneurship training for millennial farmers.

In field practice, the implementation of Agricultural Land Protection Policies and Food Security Efforts in the Special Region of Yogyakarta has not been properly protected. Regional Regulation Number 10 of 2023 concerning the Spatial Plan of the Special Region of Yogyakarta. Where in the Regional Regulation is more concerned with the economic aspect, by making the Special Region of Yogyakarta a destination city or tourism of international standards. The Regional Regulation also does not protect agricultural land, but instead opens a way to be able to transfer the function of agricultural land. In practice, there are also many interested parties, the way is opened by applying for the transfer of agricultural land functions. And in the field, there are many parties who carry out land conversion without permits, applications, and sanctions from the act of conversion carried out. As well as food security efforts from the policy of determining agricultural land to become agricultural areas as LP2B have not been implemented.

This research can provide an overview according to the existing facts, by providing insights for the Government of the Special Region of Yogyakarta, and other authors, in order to find the right solution to provide Agricultural Land Protection and Sustainable Food Security Efforts for the people of the Special Region of Yogyakarta. The author hopes that there is a policy to establish LP2B, so that the Special Region of Yogyakarta has its own food security, as a food economy and for the welfare of the community. As well as the hope for the blood government, to be even stricter in choosing or granting permits for applications for agricultural land conversion.

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